

Resolution No. 26103

A RESOLUTION amending Resolution 24957 relating to parking policies for downtown Seattle and setting forth a schedule for implementing said amendments.

6-27-79 *Hold*

7-25-79 *Hold*

8-8-79 *Hold*

INTRODUCED:

JUN 18 1979

BY:

EXECUTIVE REQUEST

REFERRED:

JUN 18 1979

TO:

TRANSPORTATION

REFERRED:

TO:

REPORTED:

SEP 17 1979

SIGNED:

FILED:

SEP 17 1979

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SEP 17 1979

FIRST PUBLICATION:

RESOLUTION 26103

A RESOLUTION amending Resolution 24957 relating to parking policies for downtown Seattle and setting forth a schedule for implementing said amendments.

WHEREAS, on June 16, 1975, the City Council with the concurrence of the Mayor by Resolution 24957 set forth policies governing parking for downtown Seattle and a schedule for implementing said policies; and

WHEREAS, on October 24, 1976, the City Council amended Section 23.31 of Seattle's Zoning Code (Ordinance 86300) to implement certain parking policies for downtown Seattle; and

WHEREAS, this review has determined that certain policies of Resolution 24957 have not been implemented as originally directed; and

WHEREAS, this review has determined that certain changes in downtown parking policy are needed to address specific issues unforeseen at the time of the adoption of Resolution 24957;

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING THAT:

Section 1. Section 5.1 of Resolution 24957 is amended to read as follows:

"5.1 Within the CBD:

- (1) New parking will be authorized as a permitted use only when it is:
 - (a) Clearly accessory to a permitted commercial, governmental, retail, or residential use; and
 - (b) Limited to a maximum number of spaces established by ordinance, based on a reasonable ratio or percentage of new developed floor space; and
 - (c) Structured and contained within the site of the permitted use.
- (2) New accessory use parking will be authorized as a conditional use only when it is:
 - (a) Consistent with the applicable regulations of Seattle's Zoning Code (Ordinance 86300); and
 - (b) Limited to a maximum number of spaces established by ordinance, based on a reasonable ratio or percentage of new developed floor space; and

(c) Located within a reasonable distance (specified by ordinance) from, and clearly accessory to, a permitted commercial, governmental, retail, or residential use in either:

- (1) A new development, in which case the parking must be structured; or
- (2) An existing building in which, subsequent to the date of adoption of the ordinance implementing this policy, more than fifty percent of the floor space is restored and dedicated to a substantively different use.

(3) New principal use commercial parking will not be authorized in the CBD-

(3) New principal use parking will be authorized ~~only~~ as a conditional use only when it is:

- (a) Located and operated in such a manner as to serve a demonstrated need for short-term parking.
- (b) Located in a multilevel garage structure, the ground or street level frontage of which is devoted to retail uses or similar pedestrian oriented activity.

(c) Evaluated in light of:

- (1) Relevant regulations of Seattle's Zoning Code (Ordinance 86300); and
- (2) Impacts on the transportation system, specifically surface street capacity, transit operation and pedestrian spaces; and
- (3) Impacts on air quality; and
- (4) The standards for screening and landscaping adopted pursuant to Policy 7.1, below."

Section 2. Section 5 of Resolution 24957 is amended by adding thereto a new Sub-section 5.5 to read as follows:

"5.5 In those areas of the downtown where both minimum and maximum parking requirements result from the implementation of Policy 5, the maximum parking limit shall be no less than one-hundred-and-ten percent (110%) of the minimum parking requirement."

Section 3. Section 5 of Resolution 24957 is amended by adding thereto a new Sub-section 5.6 to read as follows:

"5.6 Maximum limitations, developed to implement Policy 5, related to residential accessory parking shall recognize potential parking demand associated with new residential developments, provided such parking:

- (1) Complies with the provision of Policies 5.1 and 5.2; and
- (2) Is controlled to assure that spaces are not sold or rented for uses other than parking associated with the residential use."

Section 4. Section 5 of Resolution 24957 is amended by adding thereto a new Sub-section 5.7 to read as follows:

"5.7 Individual parking developments within an urban renewal area shall be exempted from the requirements of Policy 5, provided:

- (1) The urban renewal area has an adopted plan including a parking element determined to meet the intent of Policy 5.
- (2) Said individual projects are identified in the adopted plan."

Section 5. Section 13 of Resolution 24957 is hereby revoked.

Section 6. Resolution 24957 is amended by adding thereto a new Section 13 to read as follows:

"13. Impact on Adjacent Neighborhoods

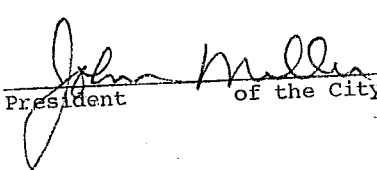
Implementation of policies relating to downtown parking shall recognize the potential negative impacts on surrounding neighborhoods

1 and business districts. To address these potential problems
2 the City shall pursue the following policies:

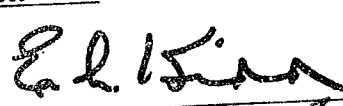
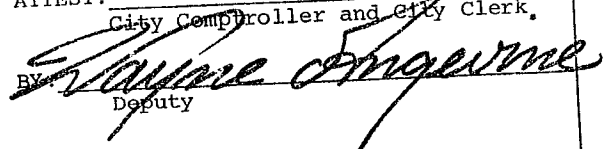
- 3 (1) The City will develop -- and will assist downtown businesses
4 and other government agencies in developing -- strategies
5 to reduce the demand for downtown-related parking in adjacent
6 neighborhoods and business districts. Such strategies will
7 be pursuant to Policies 3 and 12.
8 (2) Where determined applicable, the City will work with neighbor-
9 hoods and business districts to develop and implement zoning
10 and on-street and off-street parking control strategies to
11 discourage expansion of downtown-related parking in areas
12 adjacent to downtown."

13 Section 7. The Department of Community Development, in cooperation with
14 the Board of Public Works, the Building Department, the Engineering Depart-
15 ment, and other appropriate City Departments, shall draft and submit to the
16 City Council ordinances and appropriate environmental assessments to imple-
17 ment the changes in the downtown parking policies enacted herein not later
18 than six months following passage of this Resolution.

19 PASSED by the City Council this 17 day of September, 1979,
20 and signed by me in open session in authentication of its passage this
21 17 day of September, 1979.

22 
23 President of the City Council

24 Filed by me this 17 day of September, 1979.

25 
26 ATTEST: City Comptroller and City Clerk.
27 
28 BY Deputy

1 Concurring in by:

2 *Charles Royer*

3 Charles Royer, Mayor

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Your City, Seattle

Executive Department-Office of Management and Budget

Casey Jones, Director
Charles Royer, Mayor



10A

OFFICE OF THE CITY CLERK

June 5, 1979

JUN 5 1979

Douglas H. Jewett
CITY ATTORNEY

The Honorable Douglas Jewett
City Attorney
City of Seattle

Dear Mr. Jewett:

The Mayor is proposing to City Council that the enclosed legislation be adopted.

REQUESTING
DEPARTMENT: Mayor's Office

SUBJECT: Resolutions concerning Downtown Parking Policy and studies related to Downtown Parking Patterns.

Pursuant to the City Council's S.O.P. 100-014, the Executive Department is forwarding this request for legislation directly to your office for review and drafting.

After reviewing this request and drafting appropriate legislation:

- (X) File the legislation with the City Clerk for formal introduction to the City Council as an Executive Request.
- () Do not file with City Council but return the proposed legislation to OMB for our review. Return to _____.

Sincerely,

Charles Royer
Mayor

By

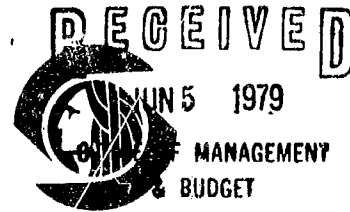
Casey Jones
Budget Director

CJ:LR:gmw

Enclosure

Your City, Seattle

Office of the Mayor
Charles Royer, Mayor



May 30, 1979

The City Council
City of Seattle
Seattle, Washington 98104

Honorable Members:

This is a request for two resolutions related to recommended changes in Seattle's Downtown Parking Policy. The first resolution makes certain changes and additions to Seattle's Downtown Parking Policy, as originally adopted by Resolution 24957. The companion resolution directs the Executive to submit legislation appropriating funds to study alternative mechanisms for public development of short-term parking and policy changes related to transportation alternatives.

As you are aware, Section #14 of Resolution 24957 directs that "... downtown parking policies shall be reviewed at least every two years and revised where appropriate." The first review has been completed by the Office of Policy Planning (OPP) with the assistance of the Seattle Engineering Department (SED) and the Department of Community Development (DCD). OPP's recommendations and the comments of the Building Department, DCD and SED are appended to this letter.

As a result of the findings of the review, it is my recommendation that the basic policies governing downtown parking should not be changed. However, there are a number of areas in which changes in policy and zoning are needed to address particular issues. The most important of these are as follows:

- 1) Short-term parking: The shortage of short-term parking in certain areas of the downtown has potentially negative impacts on downtown shopper, visitor and business related activities. A policy change to allow new short-term parking structures and a study of alternative methods to develop public short-term parking are recommended. The former change probably will not result in the immediate private development of such a structure; however, specific opportunities could arise as part of new developments.

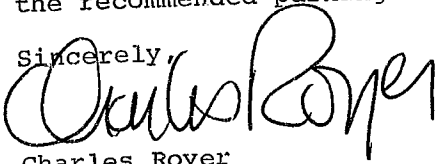
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The proposed study is necessary before a decision can be made on whether and by what methods, publicly developed short-term parking should be pursued.

- 2) Neighborhood Impacts: The existing policy does not recognize the potential concomitant negative impacts in neighborhoods adjacent to downtown. The proposed change would correct this and give policy direction on strategies that should be pursued.
- 3) Transportation Alternatives: The existing policy is extremely broad on the manner and degrees to which new developments must address the parking impacts they cause. This creates problems both for developers and the City - in many instances City parking policy now is "negotiated" during the EIS and permit process. To clarify City policy on the issue, a study analyzing options for a system of required actions, including provision of short- and long-term parking, carpool parking and transit incentives is recommended.

I urge the Council to adopt the recommendations as attached in the draft Mayor's Concurring Resolution and the draft resolution concerning the recommended parking studies.

Sincerely,



Charles Royer

CR:jph

Your City, Seattle

Executive Department-Office of Policy Planning

Barbara Dingfield, Director
Charles Royer, Mayor



May 10, 1979

MEMORANDUM

TO: CHARLES ROYER, Mayor

FROM: SY SHELLEY YAPP, Acting Director, OPP

SUBJECT: BRIEFING MATERIALS - Downtown Seattle Parking Policy Review

This memorandum provides background and briefing materials for the Mayor's briefing on the Review of the Downtown Parking Ordinance, scheduled for Wednesday, May 16 (9:10 - 9:40 AM).

OPP's RECOMMENDATIONS

A. CHANGES IN DOWNTOWN PARKING POLICY

The basic policies governing downtown parking, adopted by the City Council in 1975, should be not changed. The concerns which prompted these policies are as relevant today as they were four years ago. The primary objectives of Seattle's downtown parking policies should remain as follows:

- o Limit the growth in the supply of long-term parking to discourage increases in peak-hour commuting by low-occupancy autos.
- o Promote and assist downtown businesses and other government agencies in increasing the opportunities for transportation alternatives such as transit and carpools.
- o Assure an adequate supply of short-term parking to meet the needs of downtown shoppers, visitors, and commercial activities.

However, the results of the analysis of changes in parking supply and utilization clearly indicate that actions taken to date to implement these policies have fallen short of original goals. In addition, conditions that were unforeseen in 1975 have begun to develop with regard to impacts on areas adjacent to the CBD and the supply of parking available for short-term use and a growing downtown residential population. As a result, the following changes in downtown parking policy should be considered:

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1. Long-term parking for downtown commuters: the City should continue policies to discourage the growth in long-term parking supply for this purpose by prohibiting principal-use parking facilities and limiting the expansion of accessory-use parking for long-term commuters. In addition, actions to encourage expansion of fringe parking facilities for long-term use are not desirable, given the likely impact on traffic volumes on major approach corridors to the downtown.
2. Parking for downtown residents: the current downtown parking policy does not recognize the needs of downtown residents. If the City wishes to encourage expansion of housing opportunities in downtown, actions must be taken to insure an adequate supply of parking for residents.
3. Short-term parking: regulatory actions to encourage a significant shift in parking supply from long- to short-term do not appear to be implementable. In addition, the parking industry's response to market pressures to convert parking to short-term is lagging well behind demand. The latter condition is caused by a number of factors including a reluctance to gamble on an unknown market, the amount of parking that is tied-up as long-term accessory use and the present method of operation of most open parking lots. As a result, the avenues available to increase the supply of short-term parking are limited to allowing new principal use short-term parking structures in the downtown core and public development of short-term parking facilities if this is determined desirable.
4. Transportation alternatives: while both the City and Metro have expanded the capabilities of transit and carpools to provide alternatives for downtown commuters, more aggressive actions are needed by government agencies and downtown businesses. Merely limiting the supply of long-term parking will create serious spillover problems in adjacent areas and negatively impact the vitality of downtown, unless both the public and private sectors are strongly committed to alternatives. Specifically, the City should support the expansion of both transit and carpool use and examine alternatives for increasing the participation of the private sector in providing alternatives to accessory parking.
5. Impacts on adjacent neighborhoods: the current downtown parking policy does not recognize the potential impacts of CBD-related parking in surrounding neighborhoods and business districts. Actions that limit the supply of downtown long-term parking also increase prices and will eventually increase the attractiveness of parking in areas adjacent to downtown. This problem is already recognized on lower First Hill and probably will become more serious in areas such as Pioneer Square, the International District, and lower Capitol Hill in coming years. In general, policies to address this problem include the following:

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- o Provide adequate parking to meet both local and CBD-spillover needs in areas adjacent to downtown.
- o Develop transportation alternatives to reduce the demand for long-term parking.
- o Implement zoning and parking control strategies to discourage the expansion of CBD-related parking in areas adjacent to downtown.

The first approach is clearly undesirable since associated negative impacts (increased land in parking, displacement of existing uses, increased traffic and degradation of air quality) may be as bad as the problem being addressed. The second approach has significant potential but may not be a total solution for certain areas because improvements in transit access may make fringe parking in neighborhoods more attractive in some instances. Thus, it appears that control strategies may be desirable in certain areas to assure an adequate supply of parking for short-term business and visitor related needs, as well as long-term residential needs.

A number of potential strategies exist for controlling both on-street and off-street parking in areas adjacent to the CBD. The simplest form of on-street control is through the use of time limits, either posted or metered, to insure that on-street spaces are not used for long-term parking. Where it is determined desirable to maintain a supply of on-street, long-term parking for local residents, a Residential On-Street Parking Enforcement Program (ROPE) could be implemented. Such a program would allow residents to purchase overtime parking permits, which would exempt them from time or meter restrictions. City actions to control off-street parking are limited to zoning controls over parking supply. Existing zoning and the two Special Review Districts now control parking expansion on Lower First Hill, Pioneer Square and the International District. Within these areas, local residents and businessmen could encourage parking facility operators to limit the sale of monthly parking to CBD employees. For example, the Merchant's Parking Association in the International District presently limits monthly parking sales to assure adequate short-term parking and discounts monthly parking for residents and employees of the District. The City might help local businesses and merchants to implement similar programs elsewhere, if they are determined desirable.

6. Landscaping: the current downtown parking policy calls for the development of screening and landscaping standards for new parking facilities, as well as those in existence at the time Resolution #24957 was adopted. To date border barricade standards have been adopted for new facilities. However, no landscaping or screening requirements have been adopted for parking facilities in existence prior to 1976.

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B. CHANGES IN ZONING

These changes in downtown parking policy imply the need to make a number of changes in the existing ordinance governing the supply of parking in the CBD. In addition, a number of administrative problems with the existing ordinance need to be addressed. Specific recommendations include the following:

1. Principal-use parking structures in area "A": should be allowed as a conditional use. The conditions should include operation of the structure for short-term parking only, the demonstration that significant traffic, pedestrian or transit conflicts are not caused by the facility location or traffic access pattern, and the ground or street-level frontage of the facility is devoted to retail uses or similar pedestrian-oriented activity.
2. Maximum limits on accessory-use parking: should be modified as follows:
 - a. The one-space/dwelling unit maximum for residential accessory use parking should be increased to 1.8 spaces/dwelling unit in both areas "A" and "B". A covenant should be placed on these spaces, limiting rental or sale to occupants or owners of units within the building.
 - b. In those zones of area "B" where a minimum parking requirement exists the maximum number of accessory parking spaces permitted should be changed to 110 percent of the minimum requirement. This change addresses a current anomaly in the existing ordinance which results in identical minimums and maximums in certain zones of area "B" and allows developers no flexibility.
3. Urban renewal area exemption: individual projects within an urban renewal area, having an adopted parking and access plan meeting the intent of the ordinance, should be exempted from the ordinance. This change will eliminate some duplication in the current review process.
4. Landscaping: If the existing policy is to be implemented, then the zoning code should be modified to include screening and landscaping requirements for both new and existing parking facilities.

C. ADDITIONAL ACTIONS

The review of both the parking policy and the existing and projected future downtown parking situation has identified two areas where further work is needed before a recommendation can be made. The first involves alternatives for expanding the availability of publicly developed

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short-term parking; the second includes alternatives for increasing the participation of the private sector in providing alternatives to accessory use parking.

1. Expansion of publicly financed short-term parking: Essentially, two approaches are available -- increase the accessibility of existing public parking to the retail core and public development of new short-term parking facilities. The attached map illustrates the potential alternatives discussed below:
 - a. Short-term use of existing public parking: The City currently is participating in two studies that could result in transit improvements designed to increase the attractiveness of existing public facilities for short-term parking. The Monorail Study is exploring a potential connection to the Seattle Center Garage, which would provide a fast and convenient connection to the Westlake Mall. (1,500 spaces at the Center Garage are significantly underutilized during most periods of peak downtown parking demand.) The MetroTRANSITION Study may result in improvements that would increase the accessibility of both the Kingdome lot (approximately 1,800 spaces) and the Freeway Park Garage (approximately 600 spaces). However, both of these facilities have marginal potential for retail core short-term parking, unless an extremely fast and convenient transit link were provided. In the case of the Kingdome, this might result if a transit terminal were constructed next to the Kingdome lot. In the case of Freeway Park, an independent connection probably would be required.
 - b. Public development of short-term parking: The City is committed to a 300-space parking garage for short-term users as part of the Westlake Project. Additional public parking opportunities include the following:
 - o The MetroTRANSITION alternatives include improvements for transit (transit mall and/or north terminal) in the Stewart/Olive/Pine/Pike corridor. This presents the opportunity to develop short-term parking in this area east of 8th Avenue (see attached map). It is likely that other transit improvements, such as a 3rd Avenue Mall, will eliminate a significant number of short-term, on-street parking spaces. Development of public parking connected to a transit mall or terminal could off-set this loss.
 - o Short-term parking in the retail core might be developed through a number of mechanisms. From an access and land availability standpoint, two general areas north of Pike Street could be explored as shown on the attached map.

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- o The Waterfront/Pike Place Market Parking Study, recently completed by the Department of Community Development (DCD) has identified a demand for a short-term parking facility to serve the needs of these two areas. However, the study concluded that such a facility would not be economically attractive as a private investment. The attached map shows the general area identified by DCD's study for such a facility.

While a number of opportunities exist for expanding short-term parking, essentially three areas need to be explored before a recommendation can be made. These include financing alternatives, facility location and total number of spaces. The question needing the most work relates to financial alternatives. A possible approach would be to retain a consultant to examine methods of finance for prototypical parking facility locations and sizes. This information, together with the conclusions from the MetroTRANSITION and Monorail Studies, should provide sufficient information on which to base recommendations regarding public development of short-term parking. Costs for the financial analysis study should be somewhere in the neighborhood of \$15,000. If a decision were made to pursue a facility costs for a site selection study and the Environmental Impact Statement (EIS) probably would require an additional \$25,000-\$30,000.

2. Transportation alternatives: At the present time, no minimum parking requirement exists within the CM, CMT, BM and RM-MD zones of the downtown. This has resulted in a situation where new developments are not required to mitigate the transportation impacts they may create. While imposition of a minimum parking requirement might reduce parking impacts, such an action could create other more severe environmental and traffic congestion problems. An alternative approach would be to establish a minimum parking requirement and allow developers a series of alternative means of meeting the requirement.

Potential in lieu of options could include the following:

- o payment to a fund to be used to develop public parking facilities.
- o substitution of carpool parking spaces for uncontrolled parking spaces at a rate that would reduce the total parking required.
- o payment to a fund that would be used to subsidize or improve transit service designed to reduce the on-site parking demand.
- o direct subsidy of transit service for building tenants (for example, purchase of monthly transit passes, subscription transit service or van pool programs).

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While a number of variants on this approach have been tried in other cities in the United States, no comprehensive program has been implemented in a major downtown. (The in lieu of payment to a parking fund has been used in a number of cities to finance public parking; the transit and carpool option has been applied to individual developments on a negotiated basis in a number of cities including Seattle; and San Francisco presently is examining a comprehensive program of options.) As a result, this approach raises a number of issues which need to be addressed before a recommendation can be formulated. Key issues include the following:

- o Identification of reasonable minimum parking rates and rates of substitution that are both equitable and likely to produce results in line with existing parking policies.
- o Institutional and administrative impacts of implementing and maintaining such a program.
- o Economic and development impacts of such a system.

Addressing these issues will require outside consultant assistance and close coordination with the downtown community. Such a study probably would require an additional \$15,000 - \$20,000.

RESULTS OF PUBLIC HEARING

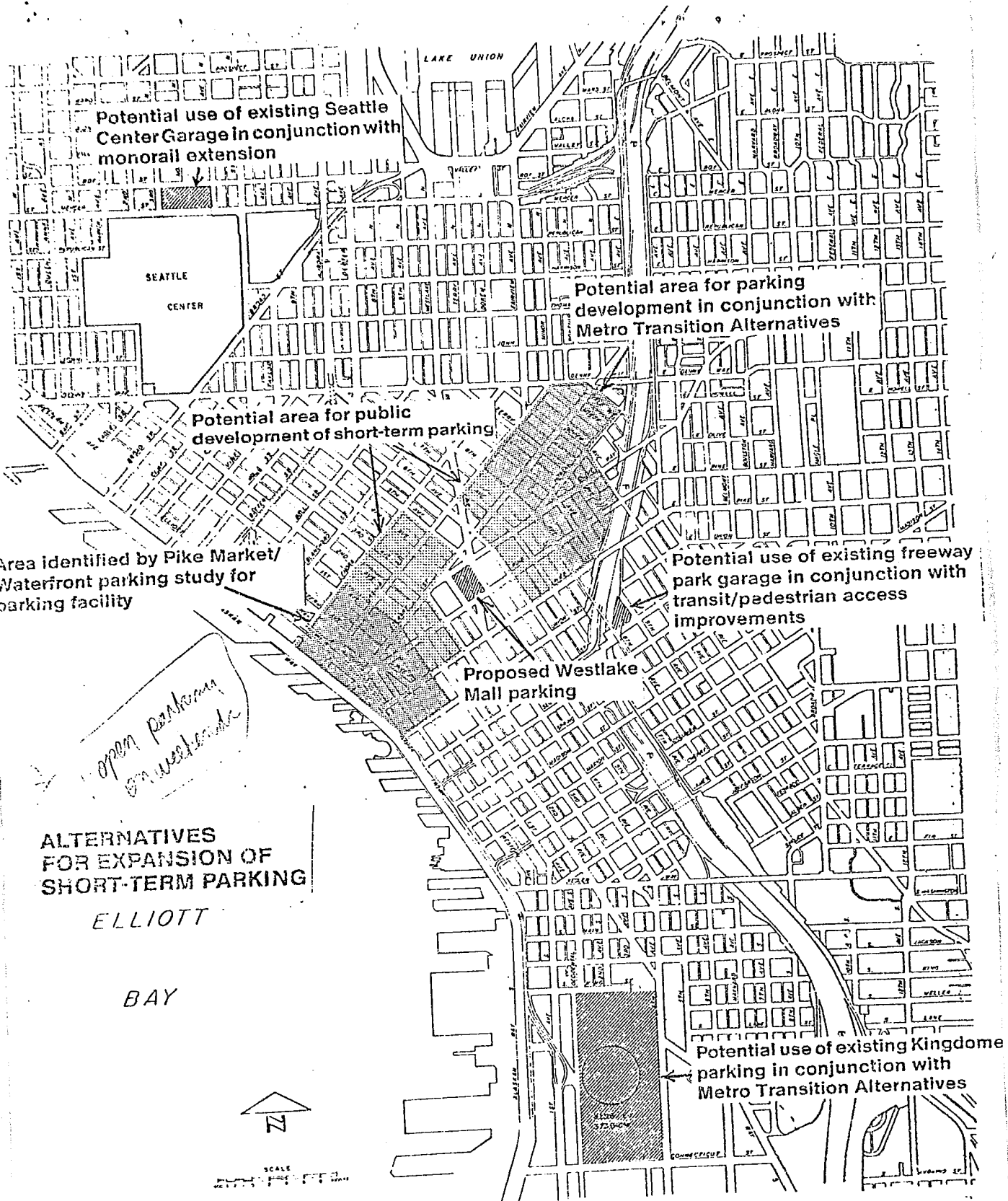
The Council Transportation Committee held a public hearing on OPP's discussion paper Wednesday, May 9. DSDA submitted a letter which was sent to you. Only Joe Murphy (representing Allied Arts) and Anne Conn (representing the League of Women Voters) testified. Key issues raised were the desire to not erode the existing parking policy by allowing expansion of either long- or short-term parking and the need to coordinate any changes in downtown parking policy with the MetroTRANSITION Study.

PROCESS FOR COUNCIL ACTION

The Council expects an Executive recommendation on the parking policy sometime in the next month. A two-stage approach could be used. The first step would be to submit recommended policy changes and options, which would be dealt with by the Council Transportation Committee. This should include a position on the two potential studies contained in our recommendations. The second step would be recommended zoning changes to implement the policies, which would be dealt with by the Council Urban Development and Housing Committee. It is likely that the Council will hold public hearings on both of these recommendations.

SY:jpr

attachment(s)



RECOMMENDS THE SAME BE ADOPTED.

Chairman

Committee

Janette Williams

Trans.
Chairman

Committee